

GOVERNMENT OF RAJASTHAN



**REPORT
OF
THE COMMITTEE ON IMPROVEMENT OF JAIL INDUSTRIES
IN RAJASTHAN**

1958 नयते

**PRINTED AT
THE GOVERNMENT PRESS,
UDAIPUR.**

सत्यमेव जयते

	PAGE
1. General terms of References. ...	1-3
2. Collection of Preliminary Data. ...	3-5
3. Procurement of Industrial Raw Material.	6-15
4. Jail Industries and their Potentialities.	15-26
5. Employment of Convict Labour on various Jail Industries.	27-32
6. Requirements of Staff. ...	32-36
7. Pricing and Marketability of Jail Products.	36-46
8. Constitution of an Advisory Board.	46-47
9. Summary of Recommendations of the Committee. ...	47-50
10. Annexures. ...	51-70

CHAPTER 1.

GENERAL TERMS OF REFERENCE

The Rajasthan Government under Home Department's Order No. F. 16 (56) Home II/56 dated 31st October, 1955 appointed a Committee consisting of the following Officers to suggest measures for the improvement of the Jail Industries in Rajasthan:—

- (1) Shri Raghunath Prasad Saxena,
Asstt. Inspector General of Prisons... *Convenor*
- (2) Shri Mehtab Chand, O. S. D, Finance.
- (3) Deputy Director of Industries and Commerce.
- (4) Shri Man Mal Mukim, Representative of the Rajasthan Chamber of Commerce.
- (5) Director of Jail Industries.

2. Inter alia, the specific terms of reference of the Committee were as under:—

- (1) To suggest economical method of arranging Industrial raw material.
- (2) To enquire into the running of the Jail Industries and to suggest various other Industries having regard to the availability of market and other relative factors.
- (3) To examine the question whether and how far the requirements of the Government Departments can be met from the Jail manufactures.

3. The Director of Jail Industries was to act as Secretary of the Committee.

4. Subsequently a scheme of developing Cottage Industries in the Jail Department as sponsored by the Indian Conference of Social Works at their Seventh Annual Session held at Lucknow in December, 1954

was put forward by the Inspector General of Prisons for the consideration of the Government which was also referred to the Committee for examination in the first instance vide Government Order No. F. 7505/FD/27/HB/56/8643 on 3rd August, 1956. While this Committee was on the point of concluding its work and were finalizing the report, another Committee of Senior Officers was appointed by the Chief Secretary under Home Department Order No. F. 16 (148) Home-II/55 dated 17th May, 1957 consisting of the following members:—

- (i) Home Secretary.
- (ii) Additional Finance Secretary.
- (iii) Inspector General of Prisons.
- (iv) A representative of the Commerce and Industries Department.

to which the following terms of reference were given for examination and report:—

- (1) What articles can be produced by (a) long term convicts and (b) short term convicts and in what quantities?
- (2) What would be the estimated cost of production of the goods and how would Jail made goods compare with similar goods in the market both in respect of the quality and price?
- (3) If the quality is poor and the cost high, what remedial steps should be taken particularly for reducing the cost and bringing it at par with the market price?
- (4) How far will it be possible for the Jail Industry to meet the requirements of all or of particular departments in respect of supply of goods produced by it?
- (5) What should be the policy in regard to the purchase of Jail made goods by the Government departments?

5. It was further provided that in formulating their recommendations, the Committee should take into account the policies followed in other States in the matter of encouraging Jail Industry

with special reference to the margin, if any, by which the prices of such goods of comparable quality are allowed to exceed the current market prices.

6. Since the terms of references given to the First Committee were in several respects identical with that of the new terms of reference meant for the Senior Committee except for a few minor additions it was decided in a meeting among the Home Secretary, Inspector General of Prisons and Shri Mehtab Chand, O. S. D., Finance that in the interest of securing proper co-ordination of work and to avoid duplication in traversing the same ground over again, it would appear to be improper and expedient if the First Committee might conduct their enquiries more elaborately taking the new terms of reference also as the basis, and submit their report through the Senior Committee to the Government.

7. The Inspector General of Prisons has been informally connected with the work of the First Committee but after the formation of the Senior Officers Committee, the members of the First Committee thought it advisable to have his direct association in all the future enquiries and meetings and we are very grateful to him for having placed to the Committee his first-hand knowledge of the working of the Jail department which has been of immense help in the successful termination of our deliberations.

8. Shri R. K. Keshote, Deputy Director of Industries and Commerce was all through associated in this work but for two or three meetings in the intervening period which were attended by Shri N. L. Narayan.

CHAPTER II.

COLLECTION OF PRELIMINARY DATA

9. The Committee had formed a short questionnaire reproduced below, which was sent to all the Superintendents of Central Jails and District Jails 'A' Class for their study:—

- (a) Have you got sufficient technical supervisory staff for your Factory ?

- (b) Have you got sufficient ministerial staff to maintain proper factory accounts ?
- (c) How do you propose to employ short-term convicts, and whether have you any difficulty in employing them ?
- (d) Have you got sufficient factory buildings ?
- (e) Have you got any difficulty in procurement of raw material ?
- (f) Is your technical staff content and takes due interest in the work ?
- (g) Do the convicts work willingly ?
- (h) How many of your released convicts have settled themselves utilising their vocational knowledge gained in the Jail while undergoing their sentences ?
- (i) What are your suggestions for improvement in the quality of products and increasing the production ?
- (j) What other industries you suggest, keeping in view availability of raw material in local market fully considering sales locally and transport facilities ?
- (k) Is your Vocational training programme successful from reformatory point of view and is going on satisfactorily ?
- (l) What do you suggest for increasing sales of Jail products ?
- (m) Have you any other practical difficulties which you wish to be solved by the Committee ?

10. The Committee had taken elaborate evidence of Sarvasbri

- (1) Kewalsingh Pawar, Superintendent, Central Jail, Jaipur.
- (2) Jaisingh Rathore, Superintendent, District Jail, Bikaner.
- (3) Puranmal, Superintendent, District Jail, Udaipur.
- (4) Gangaprasad, Deputy Superintendent, District Jail, Bharatpur.

on all the points mentioned above, and the information revealed in their examination has formed our sheet-anchor in arriving at decisions on all important subjects which have been incorporated at appropriate places in the following Chapters of this report. The Committee in this connection cannot fail to record its sincere sympathies on the said death of the late Shri Jaisingh Rathore, who had come to Jaipur only to appear before the Committee as a witness, and unfortunately died the following night of heart failure. We feel that the Jail Department has lost a very painstaking officer who possessed keen insight in the working of the department.

11. The Committee held 17 meetings and the Inspector General of Prisons was invariably present and guided the deliberations of the Committee.

12. To gain the first-hand knowledge all the members of the Committee had been to Central Jail, Jaipur on one or more occasions and a few others had also inspected some of the important Jail Factories outside Jaipur, viz., Shri Manmal Mukim Udaipur, Bhilwara and Ajmer, Shri Mehtabchand Bikaner and Dr. R. K. Keshote Udaipur, Bhilwara, Ajmer, Bikaner and Alwar. These visits have proved very useful in studying the spot conditions and becoming "au fait" with the problems especially relating to procurement of raw material and utilisation of short-term convict labour.

13. The important statistics and other working data that has been collected is appended with this report:—

- (1) Number of Jails and their classes with scheduled population and factory strength. Annexure 'A'.
- (2) Total Convict Jail population and No. of Short-term and Long-term convicts. Annexure 'B'.
- (3) Total receipts and expenditure of the Jail Industries for the years 1954-55, 1955-56 and 1956-57 with the production in terms of rupees. Annexure 'C'.

CHAPTER III

PROCUREMENT OF INDUSTRIAL RAW MATERIAL

14. The Jail Factories are mainly engaged in the following industries:—

- (1) Durrie, Niwar, Tape and Rope-making.
- (2) Woollen carpets.
- (3) Weaving Handlooms and Power-loom cloth.
- (4) Woollen Blankets.
- (5) Caning, Chicks, Basket and Mudda making.
- (6) Dyeing and Printing.
- (7) Leather works..
- (8) Tailoring.
- (9) Aerated Waters.
- (10) Cotton Thread Buttons.

There are other subsidiary industries also like Carpentry and Smithy in some Jails, which largely serve as the feeder to the factories. Except at Jodhpur where they are being practised as main industry to carry out departments and outside jobs. A statement is enclosed vide Annexure 'D' showing the distribution of these industries in Central and District Jails with figures of out-put for the years 1954-55, 1955-56, and 1956-57. The consolidated position is given in the table below:—

TABLE

	(Output in Rupees)		
	1954-55.	1955-56.	1956-57.
(a) Durries, Niwar, Tape & Rope-making.	1,98,411	1,63,287	1,31,731
(b) Woollen carpets.	33,238	41,451	37,534
(c) Cloth weaving.	2,09,969	1,61,427	1,58,335
(d) Miscellaneous	1,10,401	1,17,609	1,27,725

15. It would appear from the above figures that the out-put of Jail Factories is gradually falling and the Committee after making a thorough analysis of the factors that contributed to this short fall felt convinced that apart from the temporary set-back received due to Bhooswami Agitation, procurement of raw material and proper utilisation of convict labour are two principal contributory factors of perpetual interest for which the administration has to remain alert to review the position as and when felt necessary.

16. The important raw materials that are used in the above manufactures with approximate annual consumption are indicated below:—

	Value (in Rupees)
(a) Cotton Yarn of different counts.	1,50,000
(b) Dyes and Threads	25,000
(c) Woollen Yarn	50,000
(d) Cane	5,000
(e) Leather	15,000
(f) Jute	3,000
(g) Firewood	50,000
(h) Other miscellaneous articles	27,000
TOTAL ...	<u>3,25,000</u>

17. The existing method of purchasing raw materials is by calling sealed tenders from a limited number of dealers and in case the purchases are not within the financial powers of the Inspector General of Prisons the specified cases are referred to the Government for their sanction. Purchases are usually made on annual contract basis from the lowest tenderers. It has been proved by experience that this

method of purchases for all kinds of raw materials is neither economical nor efficient to the promotion of industry in Jail Factories. Only dyes and threads are obtained direct from the manufacturer viz. Dyes and Chemicals from the Imperial Chemical Industries (INDIA) Ltd., and the threads from Jamna Thread Mills Ltd., (Central Agency Ltd., Delhi) at the current market prices. This subject would require a detailed examination dealing with each specific item of raw materials separately in order to present a correct perspective of the problem of procurement.

Cotton Yarn

18. As has already been pointed out in para 12 Dr. Keshote, as a member of the Committee, has visited District Jails Bhilwara, Alwar, Bikaner and Udaipur and reported to the Committee that Bikaner and Udaipur Jails were experiencing acute difficulties for want of Cotton Yarn as a result of which certain labour was lying idle. He had also examined the working of Alwar and Bhilwara Jails and felt convinced that the supply of raw materials was irregular and fluctuating which invariably resulted in producing an adverse effect on production. On a separate report of Inspector General of Prisons, which was discussed in greater detail, the Committee felt convinced that in the interest of economical working of the factories and utilizing full time of the labour, the system of purchasing Cotton Yarn would require a complete overhaul. Without being charged of laying any over-emphasis on the defect of the existing method of procurement of this essential raw material, the point could be brought home by reading the report of the Inspector General of Prisons in which he has visualised the factual position of the difficulties that were faced in the purchase of Yarn during the year 1956-57. The facts of the case are narrated below:—

19. Tenders for requirement of Cotton Yarn for the Jail Factories for the year 1956 57 were invited by the Inspector General of Prisons and a notification was published in Rajasthan Gazette and other news-papers. After examination of these tenders a request was

made to the Home Department under his No. Act/Cont/1625/310 (L) dated 24-4-56 recommending the following rates:—

1.	6s	Cotton Yarn @ Rs. 11/6/11 per bundle for 150 bales
2.	4s	„ @ Rs. 11/4/- „ 2 bales
3.	20s	„ @ Rs. 17/4/- „ 12 bales
4.	2/10s	„ @ Rs. 14/6/- „ 10 bales
5.	10s	„ @ Rs. 13/2/- „ 60 bales
6.	14s	„ @ Rs. 14/10/- „ 50 bales
7.	2/20s	„ @ Rs. 23/7/- „ 10 bales
8.	2/26s	„ @ Rs. 33/13/- „ 18 bales
9.	2/60s	„ @ Rs. 56/- „ 1 bale

20. When no sanction was received till June '56, reminders were issued on 12-6-56 and 28-6-56 to the Government after which sanction was received on 30-6-56. On receipt of the Government sanction, immediately the dealers were asked to execute the agreement and commence making supplies, but the dealers in whose favour the Cotton Yarn 6s, 10s and 14s was sanctioned did not come forward to honour the contract. Their escape from the liability to make supplies was obvious. Since Government sanction was received after 2½ months and as the firms being not sure of the fact that their rates will be accepted, they did not stock the goods. Meanwhile, the ruling rates in the market had shot up quite high and they preferred the alternative to get their earnest money forfeited rather than undergoing a still severe loss which would follow as a consequence of the complete execution of order. The earnest money was consequently forfeited. During this period whatever reserve stock of yarn was there at the Jails was almost exhausted and the position became very acute indeed, as the labour was reported to be sitting idle in some of the Jails.

21. When the prospective suppliers had failed to supply Yarn, quotations were obtained from the local dealers with a view to make local purchases in smaller quantities but were found ever higher than the rates previously sanctioned by the Government. In order to get competitive rates from a larger number of dealers fresh quotations were called by giving the same publicity through newspapers and the rates now quoted were found to be still higher as the trend of market was going up: —

(1) 6s yarn @ Rs. 14/6/- per bundle of 10 lbs.

(2) 10s yarn @ Rs. 15/8/- per bundle of 10 lbs.

(3) 14s yarn @ Rs. 16/10/- per bundle of 10 lbs.

22. In view of the emergency and to avoid loss of labour sitting idle minimum requirements were purchased by the Inspector General of Prisons and the Government were apprised of the position under his No. Act/Con./1625/9444 (L) dated 10-8-56

23. As per purchase rules tenders were again invited and the lowest rates were recommended to the Government by the Inspector General of Prisons under his letter dated 5-9-56 requesting for an early sanction. It was further pointed out that if final sanction is likely to be delayed, as a temporary measure an interim Government Order may be issued thus authorizing the Inspector General of Prisons to start making purchases for meeting the emergency caused by the complete exhaustion of the stocks. But the sanction was not received and on the other hand, it was ordered that as some counter-representations from the suppliers had been received and their tenders were not accepted, the entire process was to be repeated over again. The position of counter-representations was explained by the Inspector General of Prisons, as to why they were not accepted but the Government finally adhered to their previous decision of calling fresh tenders.

24. The following lowest rates were received and accordingly recommended to the Government under Inspector General of Prisons Letter No. Act/Con/1625/17758, dated 22-9-1956 which were ultimately sanctioned by the Government on 6-10-56.

(1) 6s yarn @ Rs. 14/5/- per bundle of 10 lbs. 150 Bales.

(2) 20s yarn @ Rs. 15/10/- per bundle of 10 lbs. 60 Bales.

(3) 14s yarn @ Rs. 16/12/- per bundle of 10 lbs. 50 Bales.

25. The table below would show the loss suffered in the procurement of yarn due to the belated receipt of sanction:—

TABLE

Original rates per bundle	Rates finally sanctioned	Difference	
		In rates per bundle	Total monetary loss
	Rs.	Rs.	Rs.
(1) 6s yarn @ Rs. 11-6-11	14/5/-	2/14/-	17,250/-
(2) 10s " @ Rs. 13-2-0	15/10/-	2/8/-	6,000/-
(3) 14s " @ Rs. 14-10-0	16/12/-	2/2/-	4,250/-
			<u>27 500/-</u>

26. The above story of purchases clearly indicates that the long process of formalities which had to be satisfied to suit the red-tape inevitably caused delay; and for want of adequate and prompt sanctions the public money was not judiciously utilised. It was further stressed by the Inspector General of Prisons that such instances could be multiplied by going into the records of previous years purchases especially of cotton yarn.

27. The present system of procuring cotton yarn, therefore, suffers evidently from three major defects:—

- (a) Quotations are accepted from the wholesalers or dealers in the markets which accounts for the payment of middleman's commission, which would otherwise be

avoided if purchases could be made direct from the manufacturers.

- (b) Market rates of cotton yarn fluctuate so often that longer the time it takes in obtaining the sanction from the Government a greater margin is kept by the tenderers to account for these fluctuations which adversely affects the economy of purchases.
- (c) The yarn of the lowest tenderers even though of the same count differs so widely in quality and texture due to the manufacturing technique differently adopted by the Mills that it produces an adverse effect in the quality of the article.

28. The Committee had also studied the method of procurement of yarn in the Model Jail, Ajmer. The practice in vogue prior to the merger of Ajmer State in Rajasthan was to authorise the Superintendent of Jail to make purchases of yarn on cash payment directly from the manufacturers by calling quotations. This system of purchases had evidently proved more economical and of effective utility for efficient working of the Jail industry.

29. The Committee had given a serious thought to this problem and feel that with certain necessary modifications the method of cash purchases of cotton yarn directly from the Mills could more profitably be adopted for our State. The detailed procedure is outlined as under:—

- (a) About the end of March every year the Inspector General of Prisons should compile his annual estimated requirements of Cotton Yarn of various counts and specifications for the different Jails and send a statement to the Government by the first week of April annually. April and May are considered to be the most appropriate months for making purchases of Cotton Yarn when the session is on, with the additional advantage that supplies received during these months will be immune from the avoidable loss of atmospheric moisture.

On receipt of the statement from the Inspector General of Prisons the Government should directly negotiate with the prospective Mills and call for quotations of the specific varieties for the entire requirement of the year prescribing the conditions that the rates tendered will be tenable for a period of 15 days and payment of goods will be made outright in cash on Mill delivery.

- (b) These quotations should be examined by a small Committee consisting of the representative of the Home and Finance Departments and Inspector General of Prisons who should be able to take prompt decision in the matter and communicate the order firmly to the prospective Mill within the period of fifteen days.
- (c) The purchases would be made by deputing a special representative from the office of the Inspector General of Prisons who will make the cash payment on the spot as and when the supplies are despatched. It will be the responsibility of the Inspector General of Prisons to see that all such goods despatched are of the required specifications and quality and are sent to the proper destinations. The money could be drawn by him on A. C. Bills, for which a special authority has to be obtained.

30. Since the factor of the initial purchase price of raw material is so vital in contributing to the final cost of product the Committee would urge the Government to pay their serious attention to the above suggestions. This method of procurement in our opinion would prove simple and in the long run cheaper, besides ensuring a regulated supply of raw material to all the factories for the year to come. Financial canons of making the purchases judiciously and requirements of Audit would also to a large extent be satisfied when competitive quotations are called directly from the manufactures.

31. In order to have effective control on the quality of yarn supplies it is essential that yarn testing machines which approximately

cost Rs. 3 000 may be purchased by the Jail Department and a testing laboratory established in the office of the Director of Jail Industries. Samples of yarn should be obtained off and on from the various Jail factories and tested in this laboratory and results communicated to the Inspector General of Prisons. Compilation of this information will prove of valuable guidance for making future purchases.

2. Woollen Yarn.

32. Since the Government has already been running a Sheep and Wool Development Department, it is advisable to utilise their expert-service in purchasing all our requirements of Woollen Yarn through this department. Dr. N. L. Narayan, Deputy Director of Sheep and Wool Department, Rajasthan was also examined by the Committee, but he expressed his anxiety to satisfy the orders of the Jail Department for supply of yarn directly since they were not dealing in the yarn produced through the Association of Cooperatives organised by their Department. If the purchases were to be made direct from the department they would need the working capital which could be earmarked for giving advances to the cooperatives and all such purchases would be paid for in cash. Our requirements of the Woollen Yarn of the different specifications is roughly as under:—

	Quantity.
1. Extra Fine Quality.	25 Mds.
2. Medium Quality.	15 Mds.
3. Coarse Quality.	10 Mds.

33. The Committee would suggest that all this stuff which is locally available in Bikaner and Sekhawati area should be purchased through the Sheep and Wool Department directly or through their cooperatives for which rates have already been fixed by them.

34. In case they are not able to supply the extra fine Udasar quality, as an alternative Mill-Spun 100s woollen yarn meant for great coats may also be purchased for the carpet. This Mill-Spun yarn should be obtained by calling limited tenders.

35. In order that the Sheep and Wool Department may be in a position to entertain and comply with the orders, I. G. Prisons six months in advance of the probable date of supply should communicate the estimated quantities of the different varieties of the woollen yarn to the Deputy Director of Sheep and Wool, who will put the orders to the Cooperative of the Associated Spinners and obtain necessary advances from the Industries Department to finance the scheme. The Jail Department would pay in cash only when the supplies are actually arranged, although this would be a departure from the normal practice of settling the inter-departmental transactions by adjustment. The Sheep and Wool Department within a month of the receipt of the order will communicate acceptance of their ability to comply with the order, it will be presumed that the Inspector General of Prisons should take action "Suo Motto" to procure the necessary raw material. This will obviously be by calling open tenders as per Store Purchase Rules from the various dealers of yarn in Bikaner and other surrounding areas and the important Cooperatives of Spinners.

3. Dyes, Chemicals and Threads.

36. Since the requirements of dyes and threads are being obtained direct from the representatives of manufacturers of standard makes there can be no other cheaper arrangement than the one in vogue and it should be allowed to continue.

4. Cane, Timber, Jute & Leather.

37. They are being purchased on an annual contract basis by calling competitive tenders and the system seems to be satisfactory.

CHAPTER IV.

JAIL INDUSTRIES AND THEIR POTENTIALITIES.

38. This chapter deals with the existing industries that are carried on in the different Jails with suggestions to bring about necessary improvements in them, and the new industries that can profitably be started to utilise the labour force. It has also been considered necessary to re-examine other ancillary factors for making a proper adjustment

of Jail industries keeping in view the fact that the industries have been installed largely with the object of reforming the habits and mental outlook of the convicts so as to convert them into useful and law-abiding citizens.

39. Largely to fit in with this objective Jail industries have been set up to produce:—

- (a) Articles of clothing and other necessities for the use of convicts and other Jail Staff.
- (b) Varieties of manufactured goods on small scale industries for sale to (i) Government Departments and (ii) Public.

The workmanship and class of work differs with the type of article produced, but the potentialities of Jail industries would be better tapped if proper attention is paid to the development of quality and efficiency by introducing improved means of production and making conditions of work more favourable for labour. To this end the recommendations made in the following paragraphs will be found useful.

Woollen Carpets

40. Woollen carpet making is a very known industry of Rajasthan and it should be kept survived at all costs both in the interest of utilising the indigenous raw material and talent as also to maintain the past traditions. Bikaner Jail which has the best equipment including two large looms of unusual size has been manufacturing fine carpets of great fame for which there is a good market even at present.

Durrie

41. So far as the Durries are concerned the industry is working satisfactorily and there are no concrete suggestions to make except what has been discussed in general terms, in Chapter VII for reduction of its cost and switching on to produce the quality of goods which could be easily marketable in public.

Niwar and Tape

42. This is an important industry which has a promising future of expansion as it opens extensive avenues for proper utilising the short-term convicts. At present this industry remains idle for most of the time only because the goods produced do not find a favourable market in the public. It is only when the Government Departments and other private orders have to be executed that this industry keeps on running. It has been noticed that even all the Government Departments are not making their purchases of Niwar from the Jail Department although the quality and stuff produced could always compare favourably in price with Niwar of similar quality obtained in the market. The Committee would, however, suggest that if improved looms are installed and there is slight admixture of Hand-Spun Yarn as well the cost of production would come down without in any way undermining the quality of product. If the prisoners are trained properly to learn this craft on improved looms, they could on their release easily rehabilitate themselves by purchasing their own equipment. The department should assess the potentiality of this industry and make a change over to produce that class of Niwar which could be saleable in the market. If any time they find there is surplus short-term convict labour which is not adequately utilised on other vocations it would be switched on to this industry.

Tailoring

43. At present this trade has been started only at the Central Jails, Jaipur and Jodhpur. All the requirements of the clothes of Warders and Convicts of all Jails throughout Rajasthan are met from the Central Jail, Jodhpur. Apart from this, dresses of the hospital patients, Duty Coats of Doctors and Compounders and uniforms of the Class IV Servants of hospitals located at Jaipur and Jodhpur are also stitched at the Central Jails. There is a good scope of starting tailoring work at other Divisional Centres viz., Bikaner and Alwar as they can take up the work of stitching hospital clothes and uniforms of class IV servants of all the Government Departments stationed in the surrounding area. If the requirements of the uniforms of the various Departments could be co-ordinated and some standard of the

different sizes of uniforms laid down, they could be stitched on a large scale in Jails, which would be an economical arrangement saving a good deal of wastage of cloth involved in getting the work done through the private agencies. The additional equipment of purchasing a few more Sewing Machines etc. is not likely to cost more than Rs. 8,000 and if a few extra Professional Tailor Instructors are employed the expenses incurred on their wages will be far more compensated by increased receipts to the Jail. The Committee has also looked into the Tailoring Scheme formulated by the department (Annexure 'E') for establishing a Training-cum-Production Centre at Alwar Jail and gives its full support to the early implementation of the scheme

Other Ancillary Industries.

44. The two important ancillary industries that have been started at Central Jails, Jaipur and Jodhpur are Carpentry and Blacksmithy. They are mostly feeder industries to the other established factories, but there is a limited scope of development of Carpentry in all 'A' Class Jails as the short-term convicts would take to this trade without any grudge. To a partial extent the demand of Government departments for office furniture could also be met from these Jails.

Caning, Basket, Chick and Mudda Making.

45. For caning of chairs, basket and chick-making Jails at present cater mostly for the departmental requirements and are kept fully engaged in this industry. There are no suggestions to make for any improvement.

Spinning Yarn.

46. The trade which promises great potentialities from the point of view of utilisation of its product and employment of surplus labour is hand-spinning on Amber Charkha and Spinning Rickshaws. The yarn produced could well be utilised in Durrie and Niwar making as well as in manufacturing coarser varieties of cloth. Even if there is any surplus stock of yarn it could find market only if proper control is kept to avoid wastage resulting from the careless spinning by the short-term convicts.

A certain element of loss is inevitable for the learners but it is not a difficult trade which they cannot pick up provided proper care and vigilance is taken in their day to day working. We propose that a start may be made immediately to introduce Amber Charkha Spinning in all Jail factories of the standard of 'B' Class Jails. Assistance could be taken from Khadi Sangh or Spinners' Associations to train a few workers preferably permanent employees of the Jails-who could control and guide the convict labour.

Bee-Keeping.

47. This is another trade which can be started where gardens and jungles are attached to the Jails viz., Jaipur, Jodhpur, Alwar and Kota. One or two members of the Jail Staff could be sent for training and necessary equipment purchased from Ranikhet or Nainital, where there are a number of expert firms dealing in this trade. This is a paying industry although it is not likely to employ any considerable number of prisoners.

Agriculture

48. Agriculture should be kept at all the Jails, and atleast 20 to 30 bighas of land should be attached to each Jail for agriculture purposes. The Committee strongly feels that since most of the convict population of Jails comes from rural areas and belongs to the agricultural class, it would prove very useful for them that training of gardening and agriculture on improved scientific methods should be imparted to convicts. Where land is not available it should be acquired through the Revenue Department. At present the production of Jail Gardens is too low, first because of the scarcity of water, and secondly for want of technical supervision which hardly be exercised by the Jail Officers. In order to solve the problem of water, Jails should be provided with one pump every year, where-ever scarcity if felt and can not otherwise be solved. To provide proper technical supervision the Committee agrees with the views of I G. Prisons, that as in U. P. Jail Department, there should be a whole-time Agricultural Supervisor provided in our Jail Department also.

49. It is expected that with the provision of an Agriculture Supervisor and installation of water pumps in the Jail wells the out-put

of Jail gardens is bound to step up. The yield will not only be sufficient to meet the Jail requirements but surplus will also be available for sale only if all the loopholes are plugged by rigid control on production and keeping proper accounts

50. Since agriculture has been kept at all the Jails it would be necessary to have a sufficient number of bullocks. The Inspector General of Prisons pointed out that due to the utilisation of waste food stuff and partly for easy availability of fodder in the gardens the maintenance expenses on bullocks would be minimised.

Leather

51 This industry has been recently organised at the District Jail, Bharatpur to work on improved equipment for the present catering to the needs of the Jail Warders only. But if it is properly developed by mobilising labour force from other Jails and improved machinery could be installed, the production can step-up even to meet the partial requirements of the Police Department. It would be necessary to provide certain equipment like moulders and new stitching machines etc. to put the industry on a proper footing.

Oil Crushing Plant

52. Since oil seeds are available in abundance in Alwar and Bharatpur Districts, it has been proposed to establish an oil crushing plant in these District Jails. This plant should be worked on an experimental basis the underlying idea being that the product could be available as pure stuff for the bonafide use of Jail Industries. We have at present a small expeller already installed at Ajmer Jail but since Ajmer is not an oil-seed producing district it has not proved economical to work this plant there. The Committee would propose that this plant could be installed at Alwar or Bharatpur whichever is found to be the convenient place.

Distribution of Trades

53, Having covered all this general back-ground of the important industries that are in active operation in the Jails or could profitably

be started, the Committee is of the opinion that their distribution for each Jail in Rajasthan could be made as under.

1. CENTRAL JAIL, JAIPUR

1. Woollen pile carpets
2. Dyeing
3. Cloth weaving
4. Carpentry
5. Niwar (for short-term convicts)
6. Durrie Weaving
7. Cane and Chick making
8. Aerated water
9. Smithy
10. Tailoring
11. Tape and Rope (for short-term convicts)
12. Hand Spinning (for short-term convicts)
13. Apiaries

2. CENTRAL JAIL, JODHPUR

1. Woollen and cotton pile carpets
2. Dyeing
3. Cloth weaving
4. Carpentry
5. Niwar
6. Durrie weaving
7. Cane and chick making
8. Tailoring
9. Tape and Rope (for short-term convicts)
10. Hand spinning (for short-term convicts)
11. Apiaries

3. DISTRICT JAIL, UDAIPUR

1. Scoring of skins.
2. Cloth weaving
3. Dyeing
4. Cane works
5. Durrie weaving
6. Match making (Experimental basis)
7. Hand spinning (for short-term convicts)
8. Apiaries
9. Tat patties making
10. Tailoring

4. DISTRICT JAIL, ALWAR

1. Tailoring (Training-cum-production Centre)
2. Cane and Muddha making
3. Dyeing
4. Durries
5. Hand spinning (for short-term convicts)
6. Oil Crushing Plant (Experimental Basis)
7. Tape and Rope (for short-term convicts)
8. Apiaries.

* N. B.:— Since the raw oil seeds are available in Alwar in abundance, hence oil crushing plant has been suggested on experimental basis. In case a fare market for supply of oil can be sought, oil expellers may be installed at place like Bharatpur, Udaipur and Kotah where oil seeds are available in abundance.

5. DISTRICT JAIL, KOTAH

1. Durrie making
2. Dyeing

3. Cloth weaving
4. Hand spinning (for short-term convicts)
5. Carpentry
6. Niwar (for short-term convicts)
7. Apiaries

6. DISTRICT JAIL, BIKANER

1. Woollen cloth weaving
2. Woollen Blanket making
3. Finishing Plant by Power
4. Cloth weaving
5. Durrie making
6. Tailoring
7. Carpentry
8. Dyeing
9. Niwar (for short-term convicts)
10. Woollen Pile carpet making

7 DISTRICT JAIL, AJMER

1. Durrie making
2. Cloth weaving
3. Dyeing
4. Tape, Niwar and Rope (for short-term convicts)
5. Hand spinning (for short-term convicts)
6. Tailoring

8. DISTRICT JAIL, BHARATPUR

1. Leather Industry

9. DISTRICT JAIL, GANGANAGAR

1. Spinning of Woollen Yarn on cycle rickshaws
2. Durrie making

3. Dyeing
4. Niwar, Tape and Rope (for short-term convicts)

10. DISTRICT JAIL, BHILWARA

1. Niwar, Tape and Rope (for short-termers)
2. Hand spinning (do)
3. Durrie making

11. DISTRICT JAIL, BANSWARA

1. Hand spinning
2. Niwar, Tape and Rope



सत्यमेव जयते

54. The following table gives a comprehensive idea of the existing industries and their production, new trades that could be started, class of labour employed on each of them and the estimated cost of equipment to be newly ordered if the recommendations made above are accepted.

S. No.	Name of Trade	Present production in units	Proposed target of production	Labour units employed	Class of Convicts	Equipment to be ordered	Estimated Cost	REMARKS
1	2	3	4	5	6	7	8	9
1.	Niwar and Tape	590 Mds.	1500 Mds.	—	Short term	Niwar Power Loom	Rs. 2,000	
2.	Tailoring	Rs. 20,000	Rs. 25,000	20	Long term	10 Sewing Machines Industrial Model	4,000	
3.	Carpentry	Rs. 15 000	Rs. 25,000	40	Long term	Saw Machine including installation charges	3,000	
4.	Smithy	—	—	2	Long term	Lathe. Welding Plant	3,000 1,500	Required to serve other industries.
5.	Spinning Rickshaws			70	Short terms	50 Spinning Rickshaws Carding	5,000 2,000	

1	2	3	4	5	6	7	8	9
6.	Amber Charkha Hand Spinning	—	—	70	Short term	50 Amber Charkhas Carding	4,000 2,000	
7.	Bee-keeping	—	—	10	Short terms			
8.	Dyeing	Rs. 15,000	Rs. 20,000	15	Both Short & Long terms	Dyeing Jigger Machines	1,500	
9.	Leather	1500 pairs of Shoes	5000 pairs of Shoes	24	Long term	1. Sewing Machine Leather 2. Soling Machines 3. Pressing Machines 4. Other implements	5,000	

* As per annexure
“F.”

CHAPTER V.

EMPLOYMENT OF CONVICT LABOUR ON VARIOUS
JAIL INDUSTRIES.

55. Before discussing the problem of employment of Jail Convicts it is necessary to have a broad-based idea of the average population of the Jail convicts with the age groups and the respective length of sentences. These figures are given in the two tables below:—

Table 1.

Statement showing Convict Population according to age groups.

S. No.	Year	Convicts below 18 years age.	Convicts 18 to 40 years. age.	Convicts above 40 years.	TOTAL.
1	2	3	4	5	6
1.	1954-55	436	7,836	1,798	10,070
2.	1955-56	685	13,307	4,569	18,561
3.	1956-57	529	8,951	2,090	11,570

Table 2.

Statement showing Convict Population according to term of sentences.

S. No.	Year.	Male convicts below 1 year sentence.	Male convicts 1 to 3 years.	Male convicts 3 to 10 years sentence.	Male convicts above 10 years sentence.	Life convicts.	Female convicts.	TOTAL.
1	2	3	4	5	6	7	8	9
1.	1954-55	7,913	1284	433	31	303	206	10,070
2.	1955-56	16,331	1354	489	44	196	147	18,561
3.	1956-57	9,488	1161	512	33	223	153	11,570

56. It will further be significant to note that all the convicts are not actually available for vocational training in the Jail Factories. There are a number of other miscellaneous jobs like cooking, water carrying, sanitation and hygiene which are considered as essential services, and a fixed number of convicts percentage varying from one

class of Jail to other is employed on each of these jobs. Besides, a certain latitude has to be allowed for the sick prisoners meant for hospitalisation including infirm gangs, whereas a few others are employed on supervisory services and are not ordinarily available for active work in the factory. Apart from this a certain number of incorrigibles of dangerous convicts commonly known as "Bad Heads" in Jail terminology are segregated in the interest of security and for the psychological effect they produce on other convicts. Thus, at an average, it is roughly 60% of the total population that is available for Jail factories, and this number is regulated according to specific provisions in the Rajasthan Jail Manual Part XII Pages 218,240.

57. After going through these details the Committee feels that the most suitable age of convicts for providing systematic training in Jail industries will be between the age group 18 to 40 years and those undergoing the longer term of sentences above two years. It is felt that prisoners after they have undergone all this course of training can, on their release, go with an element of confidence technically equipped to rehabilitate themselves. In order to make the training useful and more effective the Superintendents of the Jails will have to exercise their utmost discrimination in screening the prisoners by going through their past records, determining their physical fitness, habits and aptitude for selection of suitable trade which may be found compatible with the period of the sentence he has to undergo. If this duty is properly discharged and technical 'know how' is provided it will go a long way both in reforming the prisoners as well as in achieving an improved standard of factory production.

58. It has been observed that some of the convicts have adopted a nomadic life and are not likely to settle on any one profession. The Superintendent will also have to take into consideration this migrative character of their life in employing them as far as possible on industries which could be learnt in shorter period.

59. The next important point that came up before the consideration of the committee for which it is directly concerned is the very poor percentage of the effective full task labour which comes to 40 to 45% of the task of a normal worker. On examining the various

reasons adduced by the Superintendent of Jails for this palpably low out-put of work e.g., forced nature of labour employed, less number of working hours, raw and un-trained character of labour, the Committee nevertheless feels that the minimum target of 50 to 55% could be achieved if the following recommendations are implemented:—

(a) *Making the trades more interesting and labour less-taxing.*

60. To achieve the above object there is the necessity of an overall transformation in the conditions of work so as to make the convict feel a lesser strain on his physical nerves. It would necessarily mean that too much of emphasis will have to be avoided in getting the prescribed quantity of work at the cost of deterioration in quality, and there should be a proper co-ordination between the quality and output so that the convict may take pride in his work. This task could be made easier by introducing improved tools and making the environments of work more congenial. This would necessarily mean certain capital expenditure on the alterations of buildings at Udaipur, Jaipur and Bhilwara which have very much congested accommodation, and the factories require to be re-modelled to suit the expanding needs of industry.

(b) *Improving the present standard of technical supervision and control of the Jail Industries.*

61. Kindly read paras 67-72 of Chapter VI.

(c) *Providing incentive for more efficient labour of the factories.*

62. The following suggestions are made in this direction:—

- (1) Introduction of the Wage Earning Scheme in other important Jails This has been started on an experimental basis in Jaipur Central Jail and has proved successful in enhancing the percentage of full task per capita for those who are able to give extra production over and above the scheduled task.

- (2) Providing better facilities of living, recreation and purchasing of extra food and other articles.
- (3) Encouragement in the form of appreciation and promotion to the privileges of work for those who have continuous record of good conduct and aptitude for turning out qualitative output.

63. There is still an important suggestion in regard to a more rational distribution of the Jail population at places where they could most usefully be employed. At present jail convicts are distributed according to the sentences and the proximity of the jail where they could be confined. All the Jails have not got the same facilities for training in the different trades and it would become necessary that in special cases the convicts have to be shifted from one region to another to suit their fitness in work, e.g., if there are certain long term convicts who are Mochis by caste and are confined in Udaipur Jail, they would have to move to Bharatpur where Leather Industry has been started. Similarly, prisoners interested in carpet-making trade may have to be shifted to Jaipur or Bikaner Jails from other Jails. Such an alignment of Jail population would be necessary for those who are sentenced to medium and long term sentences.

63.A The Committee also examined the observations of Public Accounts Committee made in their Fourth Report (57-58) Para 29 (4) Jail Manufactures at page 29 if the losses of the Jail manufactures could be attributed to the mal-distribution of the strength of the Jail convicts in various jails and they could be avoided by the transfer of surplus convicts from one jail to another. It has already been pointed out in the foregoing paras that the population of convicts in Rajasthan Jails is very much lower than the scheduled strength prescribed and the position of vocational work available in each jail, and thus the question of transfer of the surplus population from one jail to another under the circumstances does not arise. In fact, the working of the Jail factories is largely handicapped owing to their having been treated as commercial concerns and this subject has been specifically discussed in Chapter VII paras 79-80.

64. In regard to the employment of short term convicts the Committee feels that it is no more a problem as they are utilised mostly in the essential services and on such trades which require preliminary stage of process work or such trades as require a lower standard of technical skill.

65. Certain new trades have also been suggested which could be learnt in short time where this class of convicts could be employed. As a result of discussion with the Committee the Director of Jail Industries has issued instructions for utilisation of short-term convicts in his Circular No. Inds.-24/57-58/3495-3505 dated 25th August, 1957, (Copy enclosed) Annexure 'G' which the Committee exhorts the Jail Department for uniform adoption.

66. Keeping in view the above recommendations the specific reference made under Home Department Order No. G. 16 (148) Home II/55, dated 17th August, 1957 in regard to the utilisation of the Jail convicts for production of different articles and the potentialities to step up the production is covered in the statement below:—

No.	Name of the article	Type of convict labour employed.	Existing production.	Potentialities of further rise.
1.	2.	3.	4.	5.
1.	Doosooti 27"	Long term	30,000 Yds.	
2.	Doosooti 36"	" "	10,000 Yds.	
3.	Hospital Sheets	" "	2,000 Nos.	2,000 Nos.
4.	Hospital Towels	" "	1,200 Nos.	1,200 Nos.
5.	Towel Hucka Back	" "	1,000 Nos.	
6.	Towel Brightoe			
	Honeycombs,	" "	500 Nos.	
7.	Dusters Kitchen,	" "		
	Pochas Medical		20,000 Nos.	
	Medium etc.,			
8.	Gauze	" "	60,000 Yds.	
9.	Bandage Cloth	" "	20,000 Yds.	15,000 Yds.
10.	Plaster Cloth	" "	1,000 Yds.	

1	2	3	4	5
11. Drill	Long term	12,000 Yds.		
12. Latha	" "	5,000 Yds.		
13. Twill	" "	5,000 Yds.		
14. Tookri	" "	1,000 Yds.		
15. Bastas	" "	5 000 Yds.	5,000 Yds.	
16. Curtain Cloth	" "	300 Yds.		
17. Bed spread	" "	600 Nos.		
18. Durrie.	" "	3,65,211 Sq.ft.	30,000 Sq.ft.	
19. Pile Carpets.	" "	8,085 Sq.ft.	3,600 Sq.ft.	
20. Tape	Short "	10 Mds.	40 Mds.	
21. Niwar	" "	90 Mds.	510 Mds.	
22. Nathi Dora	" "	10 Mds.	50 Mds.	
23. Recaning Chairs	" "	3,500 Seats.	6,500 Seats.	
24. Spinning (Ambar Charkha)	" "	—	—	
25. Tailoring	Long term	Rs. 15,000	Rs. 25,000	
26. Carpentry	" "	Rs. 25,000	Rs. 25,000	
27. Leg Putties	" "	—	3,000 Pairs.	
28. Chicks	Short "	5,000 Sq.ft.	10,000 Sq.ft.	

CHAPTER VI.

REQUIREMENTS OF STAFF.

67. The Committee had examined in detail the difficulties of the Officers l/c of the Jails regarding the maintenance of proper record of Jail production and carrying out adequate supervision of Jail factories. This aspect has already been discussed at appropriate places in the previous chapters and in the interest of qualitative production and taking the maximum benefit of the labour the importance of providing suitable technical staff need not be over-emphasised. The Factory Managers and the Assistant Factory Managers have to do a great deal of secretarial work such as costing of products, preparation of estimates, indenting of raw materials, maintenance of Process Registers and task tickets, etc., which keep them pinned down for most of the time to

their office tables leaving less margin for devoting adequate attention on technical supervision and guidance which is their primary duty.

68. In order to examine in detail the difficulties of technical staff two members of the Committee Dr. R. K. Keshote and Shri Man Mal Mukim carried out a detailed inspection of the factories at Jaipur and have strongly urged that adequate technical staff may be provided at all the Jail factories in the Central Jails, Class 'A' and 'B' Jails, where sizeable factories exist.

69. The figures (in money value of the production for each Jail on different trades are given in a statement vide Annexure 'D'. In Central Jails of Jaipur and Jodhpur where roughly three to four hundred prisoners are normally engaged on the factory work, it is not physically possible for the existing Factory Managers to supervise the standard of efficiency in the work of this battalion of labour. Further, the Factory Managers are not expected to possess all the specialised knowledge of the different trades carried out in these two Jails and in order to provide the requisite technical advice, it is felt necessary that trained Industrial Instructors for the different vocational trades may be provided. Apart from this, one trained Instructor having knowledge of allied trades like Durrie, Niwar making and weaving etc. be provided at all 'B' Class Jails.

70. The following table would give a comparative idea of the existing staff and the increased staff required to implement the above recommendations.

S. No.	Name of Jail	Existing Staff		Additional Staff		
		Posts	No. of Posts	Posts	No. of Posts	Scale of Pay
1.	Central Jail, Jaipur.	Factory Manager Dyer		<i>Industrial Instructors</i>		
			1	Tailoring	1	60-4-80-5-
			1			100-130
				Carpet & Durrie Weaving	1	do
				Carpentry	1	do

S. No.	Name of Jail	Existing Staff		Additional Staff		Scale of Pay
		Posts	No. of Posts	Posts	No. of Posts	
2.	Central Jail, Jodhpur.	Factory Manager	1	<i>Industrial Instructor</i> Weaving,		60-4-80-5-
		Asstt. F. M.	1	Carpet & Durrie making	1	100-130
		Tailor	1			
		Dyer	1			
		Carpenter	1			
		Blacksmith	1			
3.	Distt. Jail, Bikaner.	Asstt. F. M.	1	<i>Industrial Instructor</i> Durrie & Carpet making	1	do
		Dyer	1			
4.	District Jails Kotah	Asstt. F. M.	1	<i>Industrial Instructor</i> Durrie & Weaving	1	do
		Dyer	1			
	Udaipur	Asstt. F. M.	1			
		Dyer	1	do	1	do
	Alwar	Asstt. F. M.	1			
		Dyer	1	do	1	do
	Ganganagar	—		do	1	do
	Bharatpur	Dyer		do Leather	1	80-5-120-E.B. 5-175
		*Industrial Instructor (Leather) Temporary	1			

* This post is temporary and it is proposed to convert it into a permanent post in the scale of 80-175 as Assistant Factory Manager since the technique of Leather Trade requires a better equipped instructor for supervision work.

71. There is a post of Dyer at Bharatpur Jail which need not be kept there and transferred to the District Jail, Ganganagar which has been converted recently into a 'B' Class Jail where Durrie making is being started as a new trade. The trades of carpentry and tailoring have been suggested to be started at Udaipur, Kotah and Bikaner. If and when the number of trainees at each of these places goes above 20, it will be necessary to have a whole-time Instructor for these trades on a temporary basis in the first instance.

Directorate.

72. The Committee further examined the working of the office of the Director of Jail Industries, Rajasthan and found that this officer has not been able to devote enough time in the technical field of conducting the thorough supervision of the Jail factories, although this should constitute as an important part of his duty yet this work at present greatly suffers as the Director is required to remain at the Headquarters for looking to an equally important work of controlling the purchases of raw material, its distribution, approval of costing sheets, controlling of expenditure and conducting other administrative duties etc.. All the Jail factories are not inspected by the Director even once a year which is palpably a poor achievement. If the inspection programme is properly regulated and about 120 days are spent on outside duties by inspections it would be possible for him to inspect both the Central Jails and all District Jails twice a year. Normally three to four days are required to conduct a thorough inspection of 'A' & 'B' Class District Jails and five days for Central Jails. If this time is spent on inspections it would roughly leave 170 to 180 working days for staying at Headquarters and assist J. G., Prisons in all important technical matters to carry out the aforesaid administrative duties. The Committee feels that there is an urgent necessity of providing an Asstt. Factory Manager attached to his Headquarters, which could be available to carry out technical work of the office in the absence of the Director of Jail Industries, and could also be deputed to officiate in long leave vacancies of the Factory Managers and the Assistant Factory Managers of 'A' and 'B' Class Jails.

73. For switching on to the method of the procurement of Cotton Yarn as suggested in paras 29-30 of the report it would be necessary

to provide the post of an Upper Division Clerk in the Head Office who would carry out the different duties viz., calling the tenders, preparation of comparative statements, making purchases and despatch of materials to the destinations etc and all connected enquiries.

74. The Committee also examined the question of providing a Designer for Carpet making at Bikaner and does not consider it necessary to have this post for the present.

75. The Inspector General of Prisons has brought to the notice of the Committee the very anomalous position that exists in having the Director of Jail Industries in the Grade of Rs. 150-10-220-EB-10-250-12½-325 which is even lower than that of the first grade Stenographer. We examined the pay scales of this post in other States and find that whereas in Madhya Pradesh and Bombay the maximum pay which the post carries is Rs. 650, in U. P. it has been recommended to upgrade the post in the scale of 500-1200. In our State also the post of Assistant Director of Industries and Commerce has been put in the scale of Rs. 250-10-275-20-375 EB 25 600, whereas the Superintendents, District Jails are in the grade of Rs. 250-25-400-EB-25 600. The Director of Jail Industries is controlling 12 factories the total annual production of which ranges above rupees five lakhs. His responsibility is no less onerous than that of any of the Superintendents of the District Jails and having regard to the facts that he holds the technical supervisory charge and controls the purchases his status should atleast be kept comparable with this post. We understand that the I. G. has already moved this question- which is receiving the active consideration of the Government. The Committee would stress that in the interest of better work the pay scale of Director of Jail Industries should be suitably revised to Rs. 250 25 400 EB-25-600.

CHAPTER VII

PRICING AND MARKETABILITY OF JAIL PRODUCTS.

76. The question of popularising Jail products and increasing their sale is an important term of reference which received the special attention of the Committee. Obviously enough formulation of any

concrete proposals to find an acceptable and a lasting solution to the problem of pushing the sale of "Jail-made goods" presupposed the examination in more comprehensive details of all the allied factors like the quality of the goods manufactured and comparable prices of Jail products, class of goods and their potentiality to meet the requirements of particular departments and public, method of pricing, marketing facilities and publicity of goods etc..

77. It is an impression commonly held both by the public and the Government Departments that the Jail made goods are comparatively costly and for certain specified products the price is prohibitive for making competitive purchases and unless some form of encouragement by way of grant of subsidy or a preferential treatment in making purchases obligatory is extended by the Government, the industry can not survive. The Committee had the benefit of advice of technical expert in the person of Dr. R. K. Keshote, Deputy Director of Industries (Handloom) who examined this question in minute details and placed sufficiently reliable data before the Committee which leads to the irrefutable conclusion that the impression of the Jail made goods being generally costlier is rather erroneous if the comparative quality of articles is taken into consideration. The problem before the Committee was, therefore, confined only to find out ways and means for stepping up the production of Jail manufactures, bringing the standard of products on par with the goods of comparative quality marketable in the State Departments and the public as also adopting a rational method of pricing the goods. In this behalf the following suggestions are made:—

(a) *Cost of Production.*

Procurability of the raw material avoiding all the wastage in delayed execution of orders or by way of the payment of the middle man's commission etc., etc.

(Discussed in Chapter III)

(b) *Installation of Improved Machinery.*

Except at Jodhpur Central Jail where Hattersley looms and Power looms have been installed at all other places we are

working with ordinary hand-loom. A study of the comparative figures of out-put in the Jodhpur Central Jail and those of other Jails has shown that the production in Jodhpur Jail with the same outlay on raw material and *per capita* labour unit is 50% more than in the other Jails. Further, the cloth produced by the Hattersley looms is of even picking and better tension and is thus, very much superior in quality. The Committee, therefore, proposes that the existing handlooms should be gradually replaced by improved looms and the programme of their replacement and new installations for the different Jails should be worked up as under. This programme should be implemented subject to the provision that the production that would be stepped up should find a suitable market and improved machinery is kept fully employed.



सत्यमेव जयते

Year	Name of Jail	No. of Existing Looms			Replacement			New Installations			Approximate Cost Rs.
		Power	Hatters- ley	Hand	Power	Hatters- ley	Hand	Power	Hatters- ley	Hand	
1	2	3	4	5	6	7	8	9	10	11	12
1960-61	Jodhpur	2	19	63	—	—	2	2	—	—	4,800
"	Jaipur	—	—	56	—	—	5	—	2	—	3,400
"	Kotah	—	—	23	—	—	4	—	—	—	800
"	Udaipur	—	—	11	—	—	4	—	—	—	800
1961-62	Alwar	—	—	12	—	—	4	—	—	—	800
"	Bikaner	—	—	23	—	—	8	—	—	—	1,600
"	Bharatpur	—	—	5	—	—	—	—	—	—	—
"	Jodhpur	4	19	63	—	—	4	2	—	—	5,200
1962-63	Jaipur	—	2	56	—	—	8	—	2	—	4,000
"	Kotah	—	—	23	—	—	6	—	—	4	2,000
"	Bikaner	—	—	23	—	—	6	—	—	4	2,000
1963-64	Udaipur	—	—	11	—	—	6	—	—	4	2,000
"	Jodhpur	6	19	63	—	—	8	2	2	—	8,400
"	Jaipur	—	4	56	—	—	8	2	2	—	4,000
1964-65	Jodhpur	8	21	63	—	—	8	2	2	—	8,400
"	Bikaner	—	—	27	—	—	6	—	—	3	1,800
"	Kotah	—	—	27	—	—	6	—	—	3	1,800

1	2	3	4	5	6	7	8	9	10	11	12
1965-66	Udaipur	—	—	15	—	—	1	—	—	4	1,000
"	Jaipur	—	6	56	—	—	8	—	4	—	6,400
"	Kotah	—	—	30	—	—	4	—	—	—	800
1966-67	Alwar	—	—	12	—	—	8	—	—	—	1,600
"	Udaipur	—	—	19	—	—	—	—	—	4	800
"	Jodhpur	10	23	63	—	—	10	—	2	—	4,400
"	Jaipur	—	10	56	—	—	10	—	4	4	1,100
1967-68	Kotah	—	—	30	—	—	1	—	—	—	200
"	Bikaner	—	—	30	—	—	3	—	—	—	600
"	Jodhpur	10	25	67	—	—	12	2	2	—	9,600
"	Udaipur	—	—	23	—	—	—	—	—	7	1,400
1968-69	Jaipur	—	14	63	—	—	19	—	—	—	4,400
1969 70	Jodhpur	12	27	67	—	—	12	2	3	3	11,400
"	Jaipur	—	16	60	—	—	7	—	—	—	1,400
"	Kotah	—	—	30	—	—	—	—	—	—	—
"	Udaipur	—	—	30	—	—	—	—	—	—	—
"	Alwar	—	—	12	—	—	—	—	—	—	—
"	Bikaner	—	—	30	—	—	—	—	—	—	—
"	Bharatpur	—	—	5	—	—	—	—	—	—	—
Total looms in 1970		14	46	237	—	—	179	12	27	40	1,00,400

78. Even for sizing and warping which is at present being done by hand it would more economically be worked if improved plant is installed which will go a long way in making the goods cheaper. The installation of improved warping and sizing machines could be taken up by the department as and when number of looms worked up is increased to a minimum of one hundred in any Jail factory. For cloth dyeing Jigger machines could be installed at big Jails like Jaipur and Jodhpur which will result both in economy and securing evenness and uniformity of colour and shades. A slight displacement of labour which will inevitably follow from the installation of the improved machinery could be diverted in more useful channels by launching on the secondary industries.

(c) A few concrete steps which the Jail Department could adopt to make their goods more popular would be to manufacture goods of cheaper quality easily marketable in the public having regard to the quality and price of articles operable in the market. The following suggestions are made to bring down the cost of the Jail products:—

- (i) To increase the existing effective full task labour which normally varies for the different articles at various jails from 45% to 55%. The present standard is low and the target of 55% could be achieved by effecting more efficient supervision on technical side, for which concrete recommendations have been made in paras 60-63. The result will be an appreciable rise in the volume of production with a slight increase of expenditure on establishment.
- (ii) Yarn spun on Amber Charkha could be used as weft mixed with mill spun yarn without appreciably effecting the quality and durability of the product. The problem of employing the short term convicts in more useful channels would, to a large extent, be also solved.
- (iii) Jail-made goods at present suffer from the handicap of being presented to the people with an outside

appearance not so attractive. This could partially be overcome by utilising the facility of bleaching, milling and calendering the goods available outside the Jail.

78 A The system of pricing of Jail products in Rajasthan was compared with that of U. P. and Madras and the comparison revealed that the method adopted in our State is more rational and simple. While in U. P. and Madras a complicated process of pricing the goods by working out the cost of each constituent namely raw material, labour, overheads like interest, wear and tear of machine, profits etc., is made separately. Our method of consolidating all these items under one head viz. unit of labour charges-differing ofcourse from one class of product to another is simple and gives approximately the same results so far as the final cost of the product is concerned. For illustration the actual price of important articles like Cloth, Niwar etc., has been worked out in an Annexure "H" which would show that the production of other charges over the cost of raw material works out to 57% in U. P. 44.33% in Madras whereas it is 40.5% in Rajasthan. The Committee also examined the possibility of making any reduction in the unit of labour charges at present levied on Jail products and felt that this would not be practicable without adversely affecting the financial results of the Jail industry. If the suggestions made in the above paragraphs regarding procurability of the raw material and other improvements in the technique of production etc., are brought into practice the cost of the Jail products would be reduced to an appreciable extent.

79. Another important question that came up before the consideration of the Committee was whether Jail factories should be continued to be treated as commercial undertakings of the Government. The Committee had studied all the material obtained from other States viz., Madhya Pradesh, U. P., Punjab, Bombay etc. and found that the Jail factories have not been classified as Commercial undertakings of the Government in any of these States. This is an important question on which the future development of Jail industries largely hinges, and the Government are requested to take a mature policy decision keeping

in view the principal objective of the reformation and training of the convicts through the medium of these factories so as to convert them into law abiding citizens who could usefully rehabilitate themselves on their release.

80. In this connection the Memorandum No. Ind-38/56-57/2315 dated 4-10-56 which the I. G., Prisons had addressed to the Home Department was read out to the Committee. This communication sets out a vivid and comprehensive picture of the practical difficulties which the Jail Department has to confront in running the Jail factories as Commercial undertakings. We feel that a substantial ground has already been covered to declare the 'Jail factories' as non-commercial undertakings. Apart from the fact that the vocational programme of the training of the convicts seriously suffers, and the convicts cannot always be put on jobs of their aptitude, the smooth working of the factories is also jeopardised for the necessity to fulfil the financial and audit formalities of maintaining an elaborate system of cost accounts and calculating the overheads in a complicated way. This eventually opens the door for criticism by the Audit Department and the Public Accounts Committee for the losses worked out on a strict commercial system. It is our considered opinion, therefore, that we may follow the example of other States in classifying the Jail Factories as non-commercial units. But at the same time we will suggest the Government to devise a simple system of accounts for the factories as the department will have to deal with the manufacturing and sales of products. This would inevitably mean that factors like interest on capital, depreciation of Tools and Plants, rents of buildings and other supervision charges will not be accounted according to the rigid commercial principles in working out the price of the product, but a rough percentage over the cost of labour unit could be provided to cover these indirect charges.

81. On the subject of sale of Jail products the Committee felt that we should gain knowledge from the practice prevailing in other States and the I. G. Prisons had addressed personal Demi-official letters to his counterparts in U. P., Madras and Bombay States. The replies received from the States of U. P. and Madras (Bombay has not

replied) are quoted ad verbatim as under:—

Madras.

- “3 Almost all the goods including furniture manufactured by the Jails are consumed by Government Departments. The articles which the Jail can manufacture, are required to be purchased from Jails by consuming departments.”

U. P.

- “(c) Jail made goods— Cotton or Woollen durrie, Hamp Tat purdas, chicks, cotton putties, cotton ropes, niwar, furniture, garden umbrellas Moonj mats, dusters, tents and ready-made garments are mostly supplied to Government Departments under the directions of the Director of Industries, Stores Purchase Section, U. P., Kanpur.”

82. The Committee is of the opinion that if similar steps could be taken by making it obligatory on the Government Departments like Medical, Police, Press etc., to purchase their requirements from the Jail department that will not be imposing any extra financial burden on them on the contrary the Jail products would, in the long run, be found reasonably cheaper. The Committee does not feel it necessary that any subsidy be given to the Jail products as the durability of goods is always superior to other goods of comparable price procurable in the market.

83. We would, however, like to record our firm opinion that better marketing facilities in coordination with the Industries Department should be provided for the Jail made goods and the standard of publicity raised by demonstrating the products in exhibitions and fairs.

84. It has been generally observed that the Government Departments do not take any patronizing interest in securing Jail products—on the contrary there is a tendency to work in the retrograde direction. If the departmental requirements could be properly planned and timely orders placed it will always be profitable for them to get the goods before the end of the financial year, and the Jail department will also be saved of the accumulation of stock and unnecessary blocking up of the capital. This would also avoid dislocation in the organisation of

labour which has to be switched over from one industry to another in order to cope with the rushed up programme of executing the jobs at the lag end.

85. The General Administration Department Vide Order No. F. 24(104)GA/A/52, dated 1st August, 1952, copy enclosed as Annexure "I" to this Chapter provides preferential treatment to the Jail made goods and in the opinion of the Committee this order should be implemented in its earnestness as we strongly feel that the Government Departments will not be loser in using the Jail products. The following is the list of the articles which could specifically suit the requirements of the departments noted against them and they should not be purchased from any outside agency without obtaining the non-availability certificate from the Director of Jail Industries, Rajasthan, Jaipur, who should be under strict instructions to reply to the requisitioning officers within one fortnight of the receipt of the orders.

1. Durries.
2. Durrie Patties—Especially meant for Education Department.
3. Carpets.
4. Cloth—Shikari cloth—Mostly by Forest Department.

(a) White drill.

(b) Coloured drill.

(c) Uniform cloth.

(d) Dusuti.

(e) Bandage cloth.

(f) Gauze cloth.

(g) Towels.

(h) Twill.

(i) Bed sheets.

Mostly used by Medical
Department, Hospitals.

- सत्यमेव जयते

सत्यमेव जयते

सत्यमेव जयते

सत्यमेव जयते

and otherwise and matters like discipline and internal administration will be outside the purview of the Board. The tenure of this Board should be for three years in the first instance, to be re-constituted on the recommendation of the Inspector General of Prisons.

CHAPTER IX

SUMMARY OF RECOMMENDATIONS.

Procurement of Raw Material (Chapter III)

(Para 29):—Cotton Yarn should be purchased for the annual requirements at a time from the Mills on cash payment after calling for the quotations from an approved list of such Mills. Orders should be placed within a period of 15 days of the receipt of offer from the Mills and delay in taking the decision should be avoided at all stages in the Secretariat.

(Para 32) Woollen Yarn:—Agency of the Sheep & Wool Department be utilised for obtaining woollen yarn through the cooperatives organised by their department. If Sheep and Wool Department fails to entertain the order within one month of its receipt, the Inspector General of Prisons would obtain the yarn by calling tenders as per Store Purchase Rules in the open market.

(Para 36) Dyes, Chemical and Threads:—The existing arrangements may continue.

(Para 37) Cane, Timber, Jute and Leather:—These should be purchased by calling competitive tenders.

(Paras 40-52) Jail Industries and their potentialities:—Improvements suggested in Niwar and Tape and extension of Tailoring in all the Jails at Divisional Headquarters and Alwar. New Industries to be started are Spinning of Yarn and Bee-keeping.

Agriculture and Leather Industries to be given further momentum.

Oil Crushing Plant to be removed from Ajmer to either Bharatpur or Alwar.

Employment of Jail Convicts (Chapter V)

(Para 57) :— The Superintendents Jails should exercise utmost discretion in screening the prisoners for assignment of trades which may suit the habit and aptitude of the convict and would be consistant with the term of his sentence.

(Para 59) :—To increase the effective full task labour from the existing standard of 40 to 45 % to 50-55 %.

- (a) by making the trades more interesting and labour less taxing;
- (b) improving the present standard of technical supervision and control of the Jail Industries;
- (c) providing incentive to the more efficient labour of the factories;

(Para 60) :—The concrete suggestions have been made to re-model the Jail factories at Jaipur, Udaipur and Bhilwara and introduce the Wage Earning Scheme started in Jaipur and other Jails.

(Para 63) :—More rational distribution of Jail population undergoing medium and long-term sentences by transfer from one jail to another where they could more profitably be employed.

Requirements of Staff (Chapter VI)

(Para 70) :—Ten Industrial Instructors in the Grade of 50-4-80-5-100-130 proposed for the different Jails namely Central Jail, Jodhpur (1), District Jails, Bikaner, Kota, Udaipur, Alwar, Ganganagar and Bharatpur one each.

The existing post of Industrial Instructor to be up-graded to that of Assistant Factory Manager.

The post of Dyer at Bharatpur to be transferred to District Jail, Ganganagar.

Carpenters and tailors to be provided at subsequent Jails on a temporary basis at Udaipur, Kota Jails if and when the number of trainees go up.

(Para 72) :— Provision of the post of an Assistant Factory Manager in the grade of 80-5-120-E.B.-5-175.

(Para 73) :— One Upper Division Clerk for Procurement of Cotton Yarn.

(Para 75) :— Revision of the scale of the Director of Jail Industries in the grade of 150-25-400-E.B.-25-600.

Pricing and Marketability of Jail Products. Chapter VII

(Para 77) :— Cost of production should be brought down by switching on to the revised method of procuring raw material, installation of improved machinery and making the Jail goods more profitable.

(Para 78) :— The existing system of pricing to continue.

(Paras 79 & 80) :— Jail factories should be declared as non-commercial units.

(Para 83) :— Better marketing facilities to be provided in co-ordination with the Industries Department.

(Paras 82 & 84) :— Making it obligatory on State departments like Medical, Police and Press to make their purchases from the Jail department.

Constitution of an Advisory Board. Chapter VIII

(Para 86) :— An Advisory Board may be constituted to watch the progress of implementation of the recommendations of the Committee and suggest further improvements.

1. SHRI RAGHUNATH PRAKASH SAKSENA ... Convener.
Assistant Inspector General of Prisons,
Rajasthan; Jaipur.

2. SHRI R. K. KESHOTE ... Member.
Deputy Director of Handlooms,
Rajasthan, Jaipur.
3. SHRI MEHTABCHAND MEHTA, R. Ac. S., ... Member
Accounts Officer, Finance Department,
Accounts and Audit,
Government of Rajasthan, Jaipur.
4. SHRI MANMAL MOOKIM ... Member.
Representative, Rajasthan Chamber
of Commerce, Jaipur.
5. SHRI JACOB K. MATHEW ... Member and
Director of Jail Industries, Secretary of the
Rajasthan, Jaipur. Committee.



सत्यमेव जयते

ANNEXURE A

STATEMENT SHOWING VARIOUS INDUSTRIES RUN AT EACH JAIL

Sl. No.	Name of the Jail including Factory Staff.	Technical Staff.	Class.	Scheduled Convict.	Scheduled Factory Strength.	Industries run prior to Integration.	Industries run after Integration.
			3	4	5	6	7
1.	Central Jail, Jaipur	Manager	Central	620	375	Dyeing, Woollen Carpets, Cloth Weaving, Printing Press, Durrie making, Aerated Water, carpentary, Smithy, Cane, Tailoring, Shoes, Mats, Muddas.	Dyeing, Poultry, Woollen Carpets, Cloth Weaving, Printing Press, Durries, Aerated Water, Cane, Smithy, Tailoring, Paper making (Not functioning), Carpentry.
	(1) Factory Manager.						
	(2) Dyer						
2.	Central Jail, Jodhpur	Manager	Central	750	410	Woollen Carpets, Cloth Weaving, Durries, Tailoring, Cane, Dyeing, Ropes, Carpentry, Smithy.	Same except Woollen Carpets and introduced Cloth Printing.
	(1) Factory Manager.						
	(2) Assistant Factory Manager						
	(3) Dyer						
	(4) Tailor						
	(5) Carpenter						
	(6) Blacksmith						

1	2	3	4	5	6	7
3.	District Jail, Bikaner (1) Assistant Factory Manager. (2) Dyer.	"A"	520	290	Woollen Carpets, Durries, Blankets and Woollen Cloth Weaving, Tailoring, Cane, Dyeing, Money Bags, making Shoes, Cloth Weaving, Carpentry and Smithy.	Woollen Carpets, Cloth Weaving, Durries, Blankets and Woollen Cloth Weaving. Spinning and finishing of Woollen articles, Tailoring, Cane and Dyeing.
4	District Jail, Alwar. (1) Assistant Factory Manager. (2) Dyer.	"A"	650	160	Carpets, Cloth weaving Durries, Door Mats, Muddas, Aerated Water, Cane, Niwar, Tapes and Rope, Dyeing Hosiery.	Same except Carpet, Aerated Water and Hosiery.
5.	District Jail, Kotah. (1) Assistant Factory Manager (2) Dyer.	"A"	350	189	Cloth Weaving, Durries, Tappies, Cane, Niwar, Rope Carpets, Nets, Tailoring, Dyeing, Shoe-making.	Same except Carpet, Tailoring and introduced Weaving, Niwar and Tapes.
6.	District Jail Udaipur (1) Assistant Factory Manager. (2) Dyer	"A"	350	200	Cloth Weaving, Durries, Carpets, Cane Tape-making, Rope, Scoring of Skins, Shoe-making Tailoring.	Cloth, Weaving, Durries, Scoring of Skins, Cane, Tape, Niwar and Ropes, Dyeing.

7.	District Jail, Bharatpur (1) Dyer.	"B"	140	75	Cloth Weaving, Carpet Weaving, Durries, Tapes, Niwar, Ropes, Moonj Mats, Dyeing, Printing Press, Grinding.	Grinding, Printing Press, Carpet discontinued and Leather introduced
8.	District Jail, Bhilwara.	"C"	40	50	Aerated Water, Durrie, Niwar Tape.	Aerated Water discontinued, Cotton Thread Buttons started.
9.	Distt. Jail, Ganganagar.	"D"	30	32	Niwar, Tape, Ropes, Durries.	Same but suspended.
10.	District Jail, Tonk	"D"	140	32	Cloth Weaving, Carpet Making. Durries, Cane, Niwar, Rope, Chicks Mats.	Niwar, Tape, Rope and Durries.
11.	District Jail, Banswara.	"D"	7	32	Cloth, Carpets, Durries, Niwar, Rope, Weaving.	Tape, Niwar, Durries.

N.B. :- Agriculture is common at the Jails prior and after Integration.

ANNEXURE B

STATEMENT SHOWING JAIL POPULATION OF CONVICTED PRISONERS AS COMPARED WITH CONVICTED PRISONERS FROM 1 MONTH TO 1 YEAR.

Sl. No.	Particulars	On		Convicts from 1 month to 1 year on 31-8-56.		Convicts from 1 month to 1 year on 30-9-56.		Convicts from 1 month to 1 year.
		31-8-56	30-9-56	31-10-56	103	145	172	
1.	Central Jail, Jaipur.	771	793	814	103	145	172	54
2.	" " Jodhpur.	567	590	579	82	90	75	
3.	District Jail, Alwar.	105	96	99	62	56	47	
4.	" " Kotah.	191	213	191	57	67	53	
5.	" " Udaipur.	307	309	308	117	125	131	
6.	" " Bharatpur.	84	71	60	64	48	37	
7.	" " Ganganagar.	49	57	73	37	42	56	
8.	" " Bhilwara.	41	56	49	12	27	33	
9.	" " Bikaner.	237	230	228	6	—	7	
10.	" " Banswara.	37	34	31	35	29	30	
11.	" " Tonk.	42	30	31	34	31	25	
Grand Total...		2,431	2,488	2,463	609	660	666	

ANNEXURE C

STATEMENT SHOWING RECEIPTS, EXPENDITURE OF
JAIL MANUFACTURES.

S. No.	Year	Receipts	Expenditure	Total Production	REMARKS
1	2	3	4	5	6
1.	1954-55	3,06,984	1,40,003	5,52,898	
2.	1955-56	3,65,612	2,35,240	5,12,608	
3.	1956-57	3,49,770	2,98,610	4,59,343	



सत्यमेव जयते

ANNEXURE D-1

STATEMENT SHOWING PRODUCTION OF JAIL FACTORIES FOR THE YEAR, 1954-55

S. No.	Jails	Durry	Weaving	Niwar, Tape and Rope	Carpets	Misc.	Total	Expenses
1.	Central Jail, Jaipur	40,765/-	23,471/-	2,626/-	19,510/-	31,806/-	1,18,178/-	71,472/-
2.	" Jodhpur	33,072/-	1,47,428/-	13,206/-	—	60,370/-	2,54,076/-	1,57,784/-
3.	District Jail, Alwar	10,996/-	1,791/-	760/-	—	3,144/11/-	16,691/11/-	7,837/-
4.	" Bikaner	18,198/-	22,544/-	335/-	13,632/-	4,111/-	58,820/-	43,526/-
5.	" Kotah	25,009/-	13,325/-	3,071/-	16/-	3,295/-	44,716/-	28,551/-
6.	" Udaipur	32,284/11/-	77/-	2,998/14/-	80/-	4,074/13/-	39,515/6/-	21,062/-
7.	" Bharatpur	8,061/-	1,333/-	31/-	—	2,898/-	12,323/-	6,805/-
8.	" Bhilwara	3,337/-	—	2,185/-	—	701/-	6,143/-	3,987/-
9.	" Tonk	—	—	249/-	—	—	249/-	339/-
10.	" Banswara	261/-	—	963/-	—	—	1,224/-	823/-
GRAND TOTAL ...		1,71,983/11/-	2,09,969/-	26,344/14/-	33,238/-	1,10,400/8/-	5,51,936/1/-	3,42,186/-

ANNEXURE D-2

STATEMENT SHOWING PRODUCTION OF JAIL FACTORIES FOR THE YEAR 1955-56.

Sl. No.	Jails	Durries	Weaving	Niwar, Tape & Rope	Carpets	Miscellaneous	Total	Expenses
1.	Central Jail, Jodhpur	19,061/-	97,815/-	10,953/-	—	87,292/-	2,15,121/-	1,51,104/-
2.	" Jaipur	36,896/-	21,987/-	3,718/-	28,248/-	3,524/-	94,373/-	74,879/-
3.	District Jail, Alwar	6,019/-	943/-	736/-	—	2,658/-	10,356/-	5,276/-
4.	" Udaipur	26,278/-	1,269/-	5,915/-	—	9,838/-	43,300/-	22,081/-
5.	" Bikaner	15,074/-	34,529/-	1,650/-	13,203/-	3,491/-	67,947/-	51,177/-
6.	" Kota	23,826/-	4,716/-	3,500/-	—	6,967/-	39,009/-	25,472/-
7.	" Bharatpur	3,765/-	168/-	1,429/-	—	2,121/-	7,483/-	4,141/-
8.	" Tonk	206/-	—	767/-	—	899/12/6	1,872/12/6	853/-
9.	" Bhilwara	1,873/-	—	677/8/-	—	605/-	3,155/8/-	1,345/6/6
10.	" Banswara	190/-	—	752/-	—	213/-	1,155/-	533/-
GRAND TOTAL...		1,33,188/-	1,61,427/-	30,097/8/-	41,451/-	1,17,608/12/6	4,83,772/4/6	3,36,861/6/6

ANNEXURE D-3

STATEMENT SHOWING PRODUCTION OF JAIL FACTORIES FOR THE YEAR 1956-57.

Sl. No.	Jails	Durries	Weaving	Niwar, Tape & Rope		Carpets	Miscellaneous	Total	Expenses
1.	Central Jail, Jaipur	45,290/-	24,830/-	—	—	21,370/-	36,617/-	1,28,107/-	83,618/-
2	" " Jodhpur	9,813/-	98,055/-	7,980/-	—	—	52,741/-	1,68,589/-	1,33,249/-
3.	District Jail, Bikaner	16,274/-	22,332/-	431/-	—	16,164/-	8,475/-	63,676/-	40,758/-
4.	" " Kota	15,118/-	8,280/-	299/-	—	—	6,297/-	29,994/-	16,017/-
5	" " Udaipur	19,479/-	1,916/-	1,395/-	—	—	8,021/-	30,811/-	19,561/-
6.	" " Alwar	4,126/-	2,922/-	205/-	—	—	5,621/-	12,874/-	3,714/-
7.	" " Bharatpur	2,448/-	—	—	—	—	7,333/-	9,781/-	7,224/-
8.	" " Bhilwara	4,171/-	—	363/-	—	—	1,018/-	5,552/-	3,031/-
9.	" " Tonk	95/-	—	314/12/-	—	—	978/-	1,387/12/-	454/-
10.	" " Banswara	843/-	—	1,220/-	—	—	331/-	2,394/-	1,317/-
11.	" " Gangānagar	—	—	1,866/-	—	—	403/-	2,269/-	1,205/-
GRAND TOTAL...		1,17,657/-	1,58,335/-	14,073/12/-	37,534/-	1,27,835/-	4,55,434/12/-	3,12,148/-	

ANNEXURE E

TAILORING SCHEME.

The factories attached to the Jails can undertake preparation of liveries of Government Departments like Police, Forest, Medical and Secretariat etc. etc. At present these Departments have either got their own market.

If the preparation of uniforms is done at one place in the Jail Factories it is bound to be economical arrangement and this would do away both the varying practice of some Departments measuring out cloth at the rate of 4 yds. per Short Coat and others at the rate of $4\frac{1}{2}$ yds. Besides it will effect economy in the cloth too, because when garments are cut out from a full piece, saving in cloth naturally results which is not possible otherwise.

In order to undertake this work it is proposed to instal 65 Sewing Machines in the Alwar Jail where ample factory buildings are available which have got to be only electrified. Sufficient convict labour can be spared and this vocational trade will also be helpful to many of the released convicts to establish them in the Society.

Estimate cost of the scheme comes out to Rs. 1,82,410 approximately duly spread over during the five years of the Second Five Year Plan.

In the first year of the Plan a non-recurring expenditure amounting to Rs. 13,000 (Rs. 7,000 for purchasing 13 Sewing Machines and implements and Rs. 6,000 for electric fittings) has been provided together with a recurring expenditure amounting to Rs. 16,586 to be incurred on account of pay and allowances, raw materials and other miscellaneous expenses etc.. Thus a total amount to be spent in the first year comes to Rs. 29,585. About 65 garments can be sewed per day out of 13 machines.

During the second year a non-recurring expenditure amounting to Rs. 7,000 for purchasing 13 Sewing Machines etc. has been provided together with a recurring expenditure amounting to Rs. 22,596 to be incurred on account of pay and allowances, raw

materials and other miscellaneous expenses etc. . Thus a total amount to be spent in the second year comes to Rs. 29,596 out of 26 Machines the production will be further increased to about 130 garments per day.

During the third year a non-recurring expenditure amounting to Rs. 7,000 for purchasing 13 Machines and implements etc. has been provided together with a recurring expenditure amounting to Rs. 28,406/- on account of pay and allowances, raw materials and other miscellaneous expenses etc. . Thus a total amount of to be spent during the third year comes to Rs. 35,406. 39 Machines can make about 195 garments per day.

During the 4th year a non-recurring expenditure amounting to Rs. 7,000 for purchasing 13 Sewing Machines and implements etc. has been provided together with a recurring expenditure amounting to Rs. 34,016 on account of pay and allowances, raw materials and other miscellaneous expenses etc. Thus a total amount to be spent during the 4th year comes to Rs. 41,016. 52 Sewing Machines can make about 260 garments per day.

During the 5th year a non-recurring expenditure amounting to Rs. 7,000 for purchasing 13 Sewing Machines and implements etc. has been provided together with a recurring expenditure amounting to Rs. 39,765 on account of pay and allowances, raw material and other miscellaneous expenses etc. Thus a total amount to be spent during the 5th year comes to Rs. 45,765. 65 Sewing Machines can produce about 325 garments per day.

Area of Population District Jail, Alwar.

Time expected to be taken in execution. During the 5 years of the Second Five Year Plan.

Office of Staff required.

	No.	Scale of Pay
Production Manager	1	150-10-200-F B-10-250
Tailor Master	1	80-5-120-EB-5-160

	<i>No.</i>	<i>Scale of pay</i>
Assistant Tailor Master	1	60-5-100-EB-5-120
Tailor Mechanic	1	40-2-60
Accounts Clerks (U. D. C)	2	80-5-120-8-160-10-200
Store-keepers (L. D. C.)	2	60-4-80-5-120-5 130
Packer Class IV Servants	2	25-1-40
Peon	1	25-1-40

Suitable staff will be provided by promotion and by giving them special training and if required by fresh recruitments.

How Staff is proposed to be obtained.

The Jail department will be able to sew garments of the Government department specially the uniform of the Police department economically.

Productivity of the Scheme.

	<i>Year</i>	<i>Non-recurring</i> Rs.	<i>Recurring</i> Rs.
Rough estimate of cost of existing value for each year of the plan.	1st	6,000	16,586
	2nd	7,000	23,596
	3rd	7,000	28,406
	4th	7,000	34,016
	5th	7,000	39,756
GRAND TOTAL		41,000	1,41,410

Extent to which the scheme will cater for employment.

Technical Staff	4
Ministerial	4
Class IV Servants	2
Tailors (Convicts)	66
Miscellaneous	20
	96

Nature of Plant required.

(a) Abroad	Nil
(b) Locally	Usha Sewing Machines, Electric Cutter, Button Hole Machines etc. are available in India.

**Yearwise statement showing the Expenditure of the
Staff and Contingencies of the proposed
Tailoring Scheme at Alwar Jail.**

Head of Account	No. of Posts	1st Year	2nd Year	3rd Year	4th Year	5th Year	Total
<i>1—Pay of Establishment.</i>							
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Production Manager.	1	1,800	1,920	2,040	2,160	2,280	10,200
Tailor Master.	1	960	1,020	1,080	1,140	1,200	5,400
Asstt. Tailor Master.	1	720	780	840	900	960	4,200
Tailoring Mechanic.	1	480	504	528	552	576	2,640
Accounts Clerks							
U. D. Cs.	2	1,920	2,040	2,160	2,280	2,400	10,800
Store-Keepers							
L. D. Cs.	2	1,440	1,536	1,632	1,728	1,824	8,160
<i>Class IV Servants.</i>							
Packer	1	300	312	324	336	348	1,620
Peon	1	200	312	324	336	348	1,620
TOTAL ...		7,920	8,424	8,928	9,432	9,936	44,640
<i>2—Allowances & Honoraria.</i>							
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Dearness Allowance		2,760	2,760	2,760	2,760	2,940	13,980
T. A.		50	50	50	50	50	250
TOTAL ...		2,810	2,810	2,810	2,810	2,990	14,230
<i>3—Other Charges.</i>							
<i>(a) Office Expenses.</i>							
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Service Postage & Telegram		100	100	100	100	100	500
Printing & Stationery		100	150	200	250	200	1,000
Electric Charges.		300	600	900	900	900	3,600
TOTAL (a) ...		500	850	1,200	1,250	1,300	5,100

(b) Other Expenses.

	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Raw Material etc,	2,000	4,000	6,000	8,000	10,000	10, 00
Freight Charges.	100	200	300	400	500	1,50
Experiments.	50	50	50	50	50	25
Plant, Machinery & Other Fixtures.	—	50	200	200	450	900
Losses on Stores.	100	200	300	500	500	1,600
Depreciation Charges.	2,606	5,212	7,818	10,424	13,030	39,090
Miscellaneous.	500	800	800	1,000	1,000	4,100
TOTAL (b) ...	5,356	10,512	15,468	20,574	25,530	77,440

Non-recurring Expenditure.

Purchase of Sewing Machines.	7,000	7,000	7,000	7,000	7,000	35,000
Electric Fitting.	6,000	—	—	—	—	6,000
TOTAL 3 ...	18,856	18,362	23,668	28,824	33,830	1,23,540
GRAND TOTAL ..	29,586	29,596	35,406	41,066	46,756	1,82,410

NOTE:—In order to avoid delay, the estimate of electric fittings has been taken on an approximate basis.

ANNEXURE F

LIST OF BEE-KEEPING APPLIANCES REQUIRED FOR
FIVE BEE-KEEPING CENTRES.

S. No. 1	Name of the Appliances 2	Rate 3	Total cost 4
		Rs As	Rs As.
1.	Single wall with half super (seasoned Tun Wood).	2/-	110/-
2.	Double wall with half super.	38/-	190/-
3.	Carrying cage (6 frames) without frames.	6/8/-	39/-

1	2	3	4
4.	Wiring Board.	1/8/-	7/8/-
5.	Observation Hive (Single Frame).	16/-	80/-
6.	Observation Hive (Double frame).	18/-	90/-
7.	Hive stand (Sal Wood).	3/12/-	18/12/-
8.	Frame of Super.	-/4/-	1/4/-
9.	Frame Board Chamber.	-/5/-	1/9/-
10.	Honey Super.	4/8/-	22/8/-
11.	Hive Tool.	1/4/-	6/4/-
12.	Smoker.	4/8/-	22/8/-
13.	Rapid Feeder (Zinc Sheets).	1/6/-	6/14/-
14.	Jail Cover.	1/6/-	6/14/-
15.	Bee Veil.	5/-	25/-
16.	Swarm Bag.	2/-	10/-
17.	Uncapping Knife.	5/-	25/-
18.	Uncapping Tray	6/-	30/-
19.	Wire Embedder.	2/-	10/-
20.	Queen Cage (Double).	1/-	5/-
21.	Queen Cage (Single).	-/10/-	3/2/-
TOTAL ...		Rs 140/15/-	Rs. 704/11/-
		Roughly Rs. 750/-	

ANNEXURE G

CIRCULAR
ALL JAILS*No Inds. 24/57-58/3474-85**20th August, 1957*

It has been separately ordered under this office circular No. Inds. 24/57-58/3474-85 dated 20-8-57 that long-term convicts are best suited for the purpose of industries and hence they alone should be employed and not the short-terms in the factory work on all process work as well because employing the short-termers on the process works like opening of yarn warping winding and drafting etc., means wastage in material and time, as well as deterioration in the quality. Keeping this principle in view, the short-termers should not be in future employed on the process work in the factories.

As such the question arises how to then utilise the short-termers after meeting the requirements of the essential services. In the Jails where Durrie and Niwar are manufactured as Tani twisting and Tani Gola spreading requires no skilled work and out of the number of short-termers 25% of the number of convicts employed on Durrie and Niwar work must be engaged on Tani twisting and Tani Gola spreading. Out of the remaining short-termers according to the percentage fixed as per Jail Manual, the short-termers can be utilised on essential services. If still short-termers are left un-employed they should be utilised either on hand-spinning or Nathi-dora making.

As hand-spinning needs training, the short-term convicts of the sentence of six months and above should preferably be engaged on hand-spinning and the short-termers below six months should better be engaged on Nathi-dora.

With the policy of engaging short-termers of six months sentence and above, on hand-spinning, the hand spun cotton yarn thus produced on spinning wheels, can be utilised in making Niwar and prisoners' clothings. If after utilising the hand spun yarn in making Niwar at any Jail, the surplus hand-spun yarn remain, it should be made into hanks and transferred to Central Jail, Jodhpur for using it in welt for making the prisoners uniform cloth.

In order to enable the Factory Managers and Assistant Factory Managers to keep themselves posted as to whether the labour is fully being utilised in the factory or not, a Labour Register is being prescribed, for which orders will be issued separately. This Labour Register should be initially filled by the Jailor and daily sent to the Factory Manager who after checking and satisfying himself will every day put it upto the Superintendent with his remarks, if any. The Superintendent will satisfy himself that the labour is used in the factory according to the orders and sign it every day.

Sd./- Veer Singh,

*Director of Jail Industries,
Rajasthan, Jaipur.*

ANNEXURE H

COMPARATIVE STATEMENT SHOWING COSTING OF STRIP PED
DURRIE AS PER METHOD OF COSTING IN RAJASTHAN,
U. P. AND MADRAS.

	RAJASTHAN	U. P.	MADRAS
	R. A. P.	R. A. P.	R. A. P.
1. Cotton Yarn			
1st (Actual cost).	2-13-0	2-13-0	2-13-0
2. Wastage $6\frac{1}{2}\%$	0-2-9	(4%) 0-1-10	($6\frac{1}{2}\%$) 0-2-9
3. Dyeing Charges.	0-4-0	0-4-3	0-4-0
	3-3-9	3-3-1	3-3-9
4. Labour Charges.	1-5-0	1-2-0	0-8-9
5. Wear & Tear.	—	(1%) 0-0-8	(5%) 0-2-6
6. Profit.	—	0-8-9	(15%) 0-9-9
7. Store Charges & Depreciation Charges of Building.	—	—	—
	—	—	($3\frac{1}{2}\%$) 0-2-0
8. Round off.	—	0-0-6	—
	4-8-9	4-15-0	4-10-9

	R. A. P.	R. A. P.	R. A. P.
Extra levied over and above the cost of raw material.	1-5-0	1-12-11	1-7-0
	(40½%)	(57½%)	(44⅓%)

ANNEXURE I

Government of Rajasthan
(GENERAL ADMINISTRATION DEPARTMENT)
Circular.

No. F.24 (104) G.A./A/53 Dated Jaipur, the 1st August, 1953

SUB:—JAIL MADE ARTICLES.

The Jail Department has made available for sale certain articles as per list enclosed.

All Heads of Departments are requested to give preference to the purchase of these articles from the Jail Department when required for use in their departments.

R. RAJESHWAR,
For Deputy Secretary to Government.

No. F.24(104)GA/A/53. Dated Jaipur, the 1st August, 1953.

Copies to:—

1. All Secretaries to Government.
2. Secretary to H. H. the Rajpramukh.
3. Secretary to Chief Minister.
4. Private Secretaries to Ministers & Dy. Ministers.
5. P. A. to Counsellor.
7. All Commissioners.
8. All Collectors.
9. Registrar, Rajasthan Secretariat.

R. RAJESHWAR,
For Deputy Secretary to Government.

**List of articles which are manufactured by Jails showing
the production per year and are now purchased by the
Medical Department.**

<i>Name of articles</i>	<i>Rate</i>	<i>Production</i>
1. Dosuti 36"	-/15/6 Per Yard	10,000
2. Dosuti 27"	-/13/4 Per Yard	30,000
3. Hospital Sheet 96"x54"	3/8/- Each.	2,000
4. Hospital Sheet „ A quality	5/1/- Each.	4,000
5. Towel Hospital	1/6/6 Each.	1,200
6. „ Huckaback	1/-/- Each.	1,000
7. Brighton Honey Comb.	1/4/5 Each.	500
8. Duster Kitchen	-/7/7 Each.	4,000
9. „ Pocha	-/9/3 Each.	6,000
10. „ Medium	-/12/6 Each.	10,000
11. Gauze	-/4/6 Per Yard	60,000
12. L L. Bandage cloth	-/7/- Per Yard	20,000
13. Plaster cloth	-/9/- Per Yard	1,000
14. Tukri 28"	-/13/3 Per Yard	6,000
15. Twill 28"	-/12/11 Per Yard	8,000
16. Latha 28"	1/-/- Per Yard	3,000
17. Latha 36"	1/2/6 Per Yard	2,000
18. Drill 28"	1/5/6 Per Yard	4,000
19. Drill 28"	1/-/- Per Yard	8,000

List of articles which can be manufactured by Jails for the Government Departments in case they are asked to make purchases from the Jail Department.

<i>Name of articles</i>	<i>Rate</i>	<i>Production</i>
1. Grey Basta 36"x36"	1/4/- Each	10,000
2. Chicks	-/4/3 Sq ft	
3. Recaning of Chairs	3/2/- A seat	
4. Durries Plain	-/10/6 to /12/ A Sq. ft.	
5. Durries Flower	1/-/6 to 3/-/- A Sq. ft.	
6. Woollen Carpet	25/-/6 to 90/- A Sq. yd.	
7. Curtain cloth Tapestry	2/4/- A yard.	
8. Table cloth Demask, Pattern 96"x56"	7/15/- Each.	
9. Bed spread. 96"x56"	9/8/- Each.	
10. Niwar White 2"	4/8/- A seef.	
11. Eye Fringes.	1/4/- Each.	
12. Leg Putties Blue	1/14/4 Per Pair.	
13. Tape 1" White	6/6/3 Per lb.	
14. Nathi Dora	2/11/3 Per lb.	

List of articles which are made by Jails for the Government Departments and are now available in the stock.

Jail	Nathi-dora	Cost & Rate	Tape	Cost & Rate	Niwar	Cost & Rate	Waste Paper Baskets	Cost & Rate
Jodhpur	66 lbs.	@ Rs. 2/11/5 per lb.	599 lbs.	@ Rs. 6/6/3 per lb.	Md. Strs Ch. A. 1 38- 0 B. 2- 0- 0	@ Rs. 6/1/1 @ Rs. 5/8/0	per seer	
Bikaner	690 "	@ Rs. 2/11/6 per lb.	160 "	"	2-27- 0	@ Rs. 5/3/9	"	
Bhilwara	310 "	—do—	189 "	"	1-36-15	@ Rs. 5/8/0	"	
Kota	—	—	Thin 81 lbs. Thick 30 "	"	Special 0-19- 2 1st 0-30-10 2nd 8-24-5½	@ Rs. 6/4/0 @ Rs. 5/0/0 @ Rs. 4/12/0	" " "	2268 Nos. @ Rs. -/12/- Each.
Dholpur	—	—	35 lbs.	"	—	—		
Bharatpur	—	—	300 "	"	1-26-0	@ Rs. 5/8/0	"	
Udaipur	—	—	16 "	"	—	—	1st Bamboos 300 2nd -do- 1,000	@ Rs. -/5/- per stick. @ Rs. -/4/- per stick.